

## ***CHAPTER IV: PLAN ELEMENTS & RECOMMENDATIONS***

This chapter of the Community Master Plan Update identifies the recommendations that will guide development in Greece over the next 10 to 15 years and beyond. These recommendations, when implemented, will control and direct growth in the town while preserving and enhancing the quality of life for all town residents. As stated in the Vision Statement presented in the previous chapter, the town recognizes the value of its unique natural characteristics as well as its social, physical, and economic diversity; variety of residential neighborhoods; quality of education; wealth of job and recreational opportunities; and shopping experiences. It is the goal of these recommendations to protect and enhance these qualities of the town and direct future growth accordingly.

Typically, master plans are designed to serve a community for 20 years. However, to assure that the town stays on the path that it mapped for itself in this document, these recommendations should be reviewed and updated every five years to reflect Greece's changing needs. The Town of Greece is nearing build-out. There will continue to be significant pressure on the town to develop its remaining vacant lands. If future development is not managed effectively, it will present a serious strain on the town's community services and jeopardize its unique natural characteristics. The recommendations presented herein detail how to manage Greece's future growth through the use of a Proposed Land Use Plan and recommended growth management tools. Recommendations also are provided for maintaining and upgrading the town's transportation system, utilities, parks and recreational system, historic features, housing stock, and economy. The Plan Recommendations are discussed in terms of the Plan Elements that follow.

### **I. Future Land Use**

There are many factors to consider when determining how the Town of Greece will continue to grow in the future. Input provided by town officials, staff, and residents provides tremendous insight into the concerns of the residents and their expectations, hopes, and dreams for the future. The Inventory and Analysis not only provided a necessary understanding of the town's resources, opportunities, and constraints, but also identified issues requiring further study. All of this was synthesized into the land use recommendations provided below.

The map titled **Figure 5: Future Land Use** illustrates the patterns of future land use on a geographic basis and by planning district. The town is subdivided into planning districts as a growth management tool and for describing and implementing the Community Master Plan Update recommendations that are provided in this chapter. These recommendations will be discussed in terms of land use, as well as the specific area of the town (planning district), in which they apply. Planning districts, which were determined after conducting the Inventory and Analysis, are areas that share common problems, issues, and opportunities. The boundaries for the planning districts generally are manmade or natural features, such as major or minor arterials, major collectors, town lines, or bodies of water.

Land use recommendations are presented below, first by describing each category of recommended land use, and then by discussing how these land use categories apply to each planning district. Later in this section, recommendations specific to housing, economics, utilities, transportation, historical resources, recreational facilities, and growth management are provided by plan element.

**IA. Land Use Categories**

The future land uses recommended in Planning Districts #2 through #11 are defined using the land use categories described below. Land use recommendations for District #1 and the Erie Canal Corridor portion of District #7 are taken from the Local Waterfront Revitalization Program (LWRP), which was prepared in 1999.

The general land use categories are described below. It should be noted that housing for senior citizens should be encouraged to occur anywhere within the town that it is deemed to be appropriate, and should not be limited to a particular planning district. As a general guide, it is recommended that housing for senior citizens should be located near commercial areas, major travel routes, and community services.

*High-Density Residential:* The intent of this land use category is to promote the type and density of residential development that currently is occurring in the most urbanized sections of the town (See Planning Districts #2, #3, and #6).

*Medium-Density Residential:* The objective of this category is to provide for a transition from the more urbanized residential sections of town on the eastern side to the more rural areas in the west. (See Planning Districts #5, #6, #8, and #9).

*Medium-to-Low-Density Residential:* The purpose of this land use category is to continue the type of residential development that currently exists within designated areas, as well as to provide for a transition from medium residential density to a more rural environment. (See Planning Districts #10 and #11.) New residential development in this category could be in the form of traditional single-family lots or clustered housing.

*Low-Density Residential:* The intent of this category is to encourage residential densities of one dwelling unit per acre or less. The method of achieving this density would depend on whether septic systems or sanitary sewers were used. (See Planning Districts #5, #7, #10, and #11.)

*Parks & Recreation Areas:* This category includes the larger town parks, the active recreational area of Greece Canal Park, the Greece Little League fields, and existing and future golf courses.

*Natural Areas:* These are areas within the town that should be protected because of their unique environmental characteristics.

*Town Campus:* This consists of a single area where it is recommended that the town continue the concept of developing a town campus with government offices and a library, as well as a community center and site for community festivals such as the town's annual end-of-summer celebration.

*West Ridge Road Corridor:* This designation encompasses an area that previously was studied in 1995, primarily for future transportation improvements. This is Greece's primary commercial area.

*Neighborhood Centers:* The purpose of this category is to allow for a mixture of small-scale office, commercial, multifamily residential, and public uses to create a sense of place and identity at the neighborhood level.

*Industrial:* This category includes manufacturing and office uses, such as those found in Kodak Park and Canal Ponds Business Park.

## **IB. Recommendations by Planning District**

Land use recommendations and descriptions of each planning district are provided below.

### **Planning District #1**

*This district is bounded on the east by the City of Rochester; on the south by Hinchey Road; Frisbee Hill Road, East Manitou Road, and the Lake Ontario State Parkway; on the west by the Town of Parma; and on the north by Lake Ontario.*

This district could be referred to as the Lakefront District because it incorporates the lakefront area identified in the town's Local Waterfront Revitalization Program (LWRP). This district includes the Braddock Bay Fish and Wildlife Management Area, single-family residential neighborhoods developed along the lakeshore, and some large vacant parcels. The Town Board should implement the recommendations of the LWRP in this area. A summary of the LWRP land use recommendations is provided below. The Future Land Use Map indicates the specific areas within District #1 where these land use recommendations apply.

- *Critical Environmental Areas* – The area near the Lake Ontario waterfront has several sensitive environmental areas. These sensitive areas should be protected further from the adverse effects of human activities. The majority of these critical environmental areas are wetlands, which contain significant wildlife habitats. These areas should be disturbed as little as possible and should not be developed.
- *Conservation & Passive Recreation Areas* – These areas are located adjacent to critical environmental areas and require conservation efforts such as open space acquisition. Passive recreation should be permitted in these areas. Permitted activities include: picnicking; biking (designated trail only); hiking; walking/jogging; fishing; hand-carry boating facilities; environmental education facilities (e.g., nature centers); associated parking; and other similar low-impact uses.
- *Parks & Active Recreation Areas* – Parks and recreation areas are high-programmed areas that primarily include the existing active recreation areas (e.g., marina areas at Braddock Bay Park, golf courses). Permitted activities include: boating facilities; golf courses; restrooms; trails; fishing piers; associated parking; and other similar types of active recreation uses. Public access to the water should be promoted wherever feasible in these areas.
- *Existing Mixed Use/Residential Areas* – The existing mixed use/residential areas within the Lake Ontario waterfront boundary are substantially built out. The primary focus in these areas should be to protect and enhance the existing residential properties. Future development in these areas should be reviewed critically for consistency with the LWRP goals and for potential negative environmental impacts.
- *Business Enhancement Areas* – These areas would allow a mix of commercial and industrial uses, which can take advantage of their proximity to the waterfront. Development standards should be established to enhance the visual character; ensure appropriate land use transitions and buffers; and to provide for public access, recreational opportunities, and tourist services in these locations.

**Planning District #2**

*Bounded on the north by the Lake Ontario State Parkway; on the east by the City of Rochester; on the south by West Ridge Road; and on the west by Stone Road, Mount Read Boulevard, English Road, Dewey Avenue, and North Park Drive.*

This district predominantly consists of high density, small single-family residential lots that were developed before World War II. It is part of the early-urbanized area of the town and is nearly fully developed in a largely grid-like pattern, with few vacant parcels. This district has neighborhood centers for goods and services, as well as community facilities such as Adeline Park, Beverly Pappas Park, George Badgerow Park, and Lakeshore Elementary School. Priorities for District #2 include the preservation of the current housing stock, maintenance of housing values, and the physical enhancement of the district.

It is recommended that the residential character of this district be strengthened by concentrating commercial development in the neighborhood centers, as designated on the Future Land Use Map. Commercial and industrial zoning should be eliminated from parcels that are outside the recommended locations for neighborhood centers. Neighborhood centers should be focused at:

- The intersection of Latta Road and Dewey Avenue, and along Dewey Avenue in the vicinity of Northgate Plaza.
- Dewey Avenue, between Maiden Lane and the Rochester city line.
- Stone Road (northern side), in the vicinity of the Dewey Avenue intersection, between Almay Road and the western boundary of the existing commercial parcels that are just west of Barnard Elementary School.
- Stone Road (southern side), in the vicinity of the Dewey Avenue intersection, between California Drive and Beaumont Road.

These neighborhood centers should be comprised of mixed uses, including multifamily housing, office, retail, and community facilities such as fire stations and small community centers. Neighborhood centers provide a sense of identity and a gathering place for those living in the surrounding neighborhoods.

Because of the early urbanization of this area, it is recommended that particular care be taken to preserve and enhance the district's physical environment. A comprehensive neighborhood revitalization program for the area should be developed and implemented. This program would include the rehabilitation and maintenance of buildings and the replacement of outmoded infrastructure such as sidewalks, streets, sewers, and lighting. Community participation is important in effectively advancing a neighborhood revitalization program.

It also is recommended that design guidelines be established for future development and rehabilitation of existing properties. Design guidelines coordinate and direct the design of commercial properties to reflect the desired character of a community. The design guidelines should begin with a review of those buildings in the neighborhood centers that exhibit design qualities that could be emulated in future buildings. This would extend the local design characteristics that define the area. Design guidelines could be developed as part of revitalization corridor studies recommended for both Stone Road and Dewey Avenue. Specific attention should be given to these two streets, to identify improvements that would alleviate traffic congestion and enhance their overall appearance.

**Planning District #3**

*Bounded on the north by Lake Ontario State Parkway; on the east by Stone Road, Mount Read Boulevard, English Road, Dewey Avenue, and North Park Drive; on the south by West Ridge Road; and on the west by Route 390.*

This planning district is similar to Planning District #2 in that it predominantly consists of older single-family development in a grid-like pattern. There are three small parks within this district: Nemetz Field; Barnard Park; and Columbus Park. Other public facilities include Arcadia Middle/High School, Apollo Middle School, and English Village Elementary School. There is very little open space within this district, because of its dense development. At the southern end of the district, there is intense commercial development along West Ridge Road. Unless it is controlled, this intense commercial development will continue to cause serious land use conflicts.

The recommendations for this district are similar to those provided for Planning District #2. Once again, infill residential development should continue to be high-density. Because of the early urbanization and age of the structures located in this area, it is recommended that a comprehensive neighborhood revitalization program for this district should be developed and implemented. The objective for the program would be to devise ways to rehabilitate and maintain buildings and to replace aging or inadequate infrastructure. Community participation is important in effectively advancing a neighborhood revitalization program.

There is one neighborhood center in this district; it is located in the vicinity of the intersection of Mount Read Boulevard and Maiden Lane. Multifamily dwellings and office uses should be encouraged to provide a transition from the commercial uses located at the intersections, to the surrounding single-family residential neighborhoods. All other commercially zoned parcels located beyond the boundaries of the neighborhood center should be changed to a residential designation.

The southern part of District #3 should be incorporated into the West Ridge Road Corridor Overlay District; this is discussed further in the section devoted to this corridor, below.

**Planning District #4**

*Bounded on the east by the City of Rochester; on the north by Maiden Lane; on the west by Route 390; and on the south by the City of Rochester.*

The predominant land use in this district is industrial (Eastman Kodak facilities). There are some small-lot, single-family dwellings, and there is intensive commercial development along West Ridge Road. This mixed use results in land use conflicts that should be addressed.

The primary land use recommendation for this district is to support Kodak in maintaining its local employment base, through continued industrial designation of its facilities. The residential parcels located along Ridgeway Avenue are recommended to evolve over time to office or other appropriate transitional uses. The adjoining industrial area does not lend itself well to a residential environment and residential development. Office uses are more compatible with the district's industrial environment.

The town's commercial business exemption program should include residential properties that are converted to office use. It also is recommended that design guidelines be created as part of the industrial zoning classification, to allow for a better transition from industrial uses within this district and District #7 to adjacent residential areas.

**Planning District #5**

*Bounded on the north by Lake Ontario State Parkway; on the east by Route 390; on the south by English Road; and on the west by Long Pond Road.*

Development within District #5 is primarily single-family residential neighborhoods that occurred during the so-called “1<sup>st</sup> Ring” of suburban development during the 1960s and 1970s. Lot sizes are larger than in Districts #2 and #3, and subdivision patterns are curvilinear. Sawyer Park, Athena Middle School/High School, and Kirk Road Elementary School are located within this district. There are few vacant parcels; some of these currently are used for agricultural purposes. Commercial development is concentrated at various intersections along Long Pond Road.

Districts #2 and #3 are the areas of early development of the town; they have older infrastructure and older buildings. The recommendations for these districts call for a concentrated effort to revitalize and maintain their physical appearance. Planning District #5 was the next area to be developed in the evolution of the town. An analysis of the existing land use indicates that it has the necessary commercial and community facilities to serve its population. If additional development occurs in this district, the majority of it should be medium density residential. Two of the exceptions to this recommendation are the environmentally sensitive parcels located between Janes Road and the Lake Ontario State Parkway, and the agricultural parcels located south of Latta Road. If development occurs on these parcels, it should be low-density residential (i.e., at an overall density of one dwelling unit per acre or less). The method of achieving this density would depend on whether septic systems or sanitary sewers are used. The purpose of large-lot residential development is to provide opportunities for upscale housing on large lots. The purpose of cluster-type residential development is to preserve more of this planning district’s available open space. The lower overall density that results from either of these types of development would minimize long-term operating expenses that the town would incur to provide services to the residents of this area. Large-lot residential development could use septic systems instead of sanitary sewers. Although cluster-type development would use municipal sanitary sewers, its relatively compact placement of houses would reduce the operation and maintenance expenses for town infrastructure, compared to a conventional housing tract.

The parcels in this planning district that are used for agricultural purposes should continue in their present usage. Consideration should be given to including these parcels in an agricultural district. Alternatively, these parcels could be developed as low-density single-family residential, using one of the two methods described above.

It is recommended that neighborhood centers should be concentrated at the intersection of Long Pond Road and English Road, and south of the intersection of Janes Road and Long Pond Road. As recommended for other neighborhood centers, design guidelines should be prepared to control the future development of these commercial properties, to maintain and enhance the character of the surrounding neighborhoods. Also, a diversity of land uses should be allowed to occur within this neighborhood center, including multifamily residential uses, office, retail, and civic uses. These uses will support themselves economically, as well as provide close-to-home employment and shopping opportunities for nearby residents.

**Planning District #6**

*Bounded on the north by English Road; on the east by Route 390; on the south by West Ridge Road; and on the west by Long Pond Road.*

This planning district is similar to District #5, except that the residential development in the southern half of the district is older and located on smaller lots. This housing was constructed to meet the demand for housing for employees of the Eastman Kodak facilities located in District #4. Basil Marella Park, a large community park with a significant amount of wooded land, is located in the northeastern corner of this district. Public schools located in this district include Athena High/Middle School, Parkland-Brookside Elementary School, and West Ridge Elementary School and Community Center. A few vacant lots still remain, and intensive commercial development is located along West Ridge Road.

This district is almost fully developed, and many of the recommendations proposed for District #5 also would apply here. One difference is that if infill development occurs between Maiden Lane and West Ridge Road, it should be medium-high density residential; this is similar to the existing density, but somewhat higher than in District #5. If any infill development occurs elsewhere in the district, it should conform to the existing medium density residential area.

District #6 also includes part of the overlay district for the West Ridge Road Corridor. It is important to provide guidelines to mitigate land use conflicts between commercial uses in the corridor and adjacent residential areas. This will be discussed below in the West Ridge Road Corridor section.

Commercial development should be concentrated at specific locations within this district. Besides the neighborhood center located at the intersection of Long Pond Road and English Road, the only other neighborhood center to serve this district is shared with District #8. This center, which is located at the intersection of Maiden Lane and Long Pond Road, currently is zoned commercial. Those parcels located along Vintage Lane that currently are being farmed should be preserved for continued agricultural use.

On the whole, the zoning and character of existing development along Long Pond Road is predominantly single-family residential. This also is true for Mill Road and Vintage Lane, and for their intersection with Long Pond Road. The zoning and character of this intersection, which is shared with District #8, should remain single-family residential.

**Planning District #7**

*Bounded on the north by West Ridge Road; on the east by Route 390; on the south by the Town of Gates; and on the west by the Towns of Parma and Ogden.*

Planning District #7 primarily consists of single-family residential neighborhoods developed in the 1950s, 1960s, 1970s, and 1980s. The densities of the neighborhoods increase with their age, ranging from medium-high to medium-low. The area north of the Erie Canal and east of Elmgrove Road essentially is built-out, with a few remaining vacant parcels. If infill development occurs in this part of the district, it should conform to the surrounding residential area. If infill development occurs on the few vacant parcels that remain west of Elmgrove Road and outside of the West Ridge Road Corridor, it should be low density residential.

A significant portion of the West Ridge Road Corridor Overlay District is within District #7. It is important to provide guidelines to mitigate land use conflicts between commercial uses in the corridor and adjacent residential areas. This will be discussed below in the West Ridge Road Corridor section.

In the southeastern corner of the district, there are industrial and office parcels where Canal Ponds Business Park is located. South of the canal, between Long Pond Road and Manitou Road, there are 490± acres of vacant land, which Gedpro, one of the town's local development corporations, recently purchased from Eastman Kodak Company. This land is suitable for large-scale commercial, office, or industrial development because of its proximity to major roadways and the availability of electricity and sanitary sewer hookups.

The LWRP recommended the creation of an Erie Canal Corridor Overlay District for the land adjacent to the canal, including the land owned by Gedpro. The town should use the LWRP's land use recommendations as a guide for the future development of this area. The area should be designated as a Planned Unit District (PUD), to provide the zoning flexibility that the town will need when reviewing proposals for development. A market feasibility study was completed in 1997, to determine potential development over a ten-year period. Now that Gedpro has purchased this site from Kodak, a more detailed land use/market feasibility study should be considered for this area, to determine future land use scenarios and the optimum mix of land uses to be developed over the next 30 years. The LWRP recommendations summarized below have been modified to reflect the recommendations of the Community Master Plan Update.

- The Greece Port – Develop an active and exciting canal port in Greece, which would serve as an identifying feature and a hub of activity. Improvements or enhancements for the Greece port would include: public docking; a visitor/interpretive center; restrooms; boater utilities and services (e.g., electricity, water, showers, and laundry facilities); lighting; information directory; trailhead; waterfront park; mixed-use building development program; and a strong connection to adjoining commercial areas and facilities. Permitted uses would include: retail; residential; restaurants; lodging/hotel; office; commercial; institutional; and associated parking.
- Office/Industrial Waterfront Mixed Uses – In the immediate vicinity of the canal, the natural features should be preserved. Away from the immediate vicinity of the canal, a variety of uses should be developed, from natural habitat areas and canal-oriented recreation facilities to offices and light industry. The district should be connected to and should support the Greece port, and should be developed as a well-planned business community. Development standards should provide for a “green” corridor along the Erie Canal, foster a pedestrian-friendly environment, promote public access to the waterfront, interpret local history, and dedicate open space for trails and recreational activities.
- Residential Development Area – Protect and enhance the existing residential area adjacent to the Erie Canal. If infill residential development occurs, it should be similar in character to the surrounding residential development. When possible, future development should not hinder or restrict public access to the Erie Canal.
- The Greece Canal Access Center (Henpeck/Southern Greece) – Develop a clearly identifiable gateway for those accessing the canal corridor through well-marked points of access to both the canal and canal-side trails. The area should include medium density, mixed-use development, at a village scale and with park-like surroundings.



- Parks & Open Space – Develop, enhance, and protect open space and parkland within the canal corridor. Further develop a multi-use trail system that connects to other canal corridor improvements and to the Route 390 multi-use trail. The boundaries of Greece Canal Park should be expanded, if acquisition opportunities arise.

**Planning District #8**

*Bounded on the north by English Road; on the east by Long Pond Road; on the south by West Ridge Road; and on the west by North Greece Road.*

The predominant land use in this planning district is single-family residential uses developed in the 1960s, 1970s, and 1980s. There is limited developed parkland or public open space ~~or parks~~. There are several large vacant parcels that provide acquisition opportunities for parks and recreation. The only public school located within this district is Autumn Lane Elementary School. Intensive commercial development along West Ridge Road results in land use conflicts within this district.

This district is approximately 85 percent developed and consists of both new and older residential development. If additional development occurs on any of the several vacant parcels in this district, it should be medium density residential, or senior citizen housing. Large parcels that are used for farming should be conserved for continued agricultural use. The only neighborhood center to serve this district is shared with District #6 and is located at the intersection of Maiden Lane and Long Pond Road.

The West Ridge Road Corridor forms the district's southern boundary. It is important to provide guidelines to mitigate land use conflicts between commercial uses in the corridor and adjacent residential areas. This will be discussed below in the West Ridge Road Corridor section.

On the whole, the zoning and character of existing development along Long Pond Road is predominantly single-family residential. This also is true for Mill Road and Vintage Lane, and for their intersection with Long Pond Road. The zoning and character of this intersection, which is shared with District #6, should remain single-family residential.

**Planning District #9**

*Bounded on the north by the Lake Ontario State Parkway; on the east by Long Pond Road; on the south by English Road; and on the west by North Greece Road, Latta Road, and Flynn Road.*

This planning district is similar to District #8 and also has limited developed parkland or public open space. Approximately 85 percent of the district is developed, although most of the development is relatively new. If additional development occurs on any of the several large, vacant parcels in this district, the majority of it should be medium density residential, similar to what already exists.

The neighborhood center that serves this district is located at the intersection of Latta Road and Long Pond Road. The commercial uses located within this neighborhood center complement the Town Center located directly to the north of this intersection. It is recommended that the Town Center continue to develop as a focus of the community's governmental, ceremonial, and cultural activities. The town should reacquire the land given to Greece Central Schools for the location of a future school facility, if a suitable replacement school site can be found. The reacquired land then could be developed for a variety of community activities and facilities.

**Planning District #10**

*Bounded on the north by Latta Road; on the east by North Greece Road; on the south by the West Ridge Road Corridor; and on the west by the Town of Parma.*

District #10 is predominantly rural residential, with agricultural parcels and several vacant parcels that are subject to development pressures. It is rural in character and is approximately 50 percent developed.

The parcels in this planning district that are used for agricultural purposes should continue in their present usage. If development occurs on the remaining vacant parcels located north of Peck Road, it should be low-density residences (i.e., at an overall density of one dwelling unit per acre or less). The method of achieving this density would depend on whether septic systems or sanitary sewers are used. If the extension of utilities could be accomplished at a reasonable cost, then cluster housing at a medium to low overall density could occur south of Peck Road. As discussed in District #5, large-lot residential development on septic systems would eliminate the need for costly sewer extensions; cluster-type development would minimize the cost of sanitary sewers and other infrastructure.

The West Ridge Road Corridor forms the district's southern boundary. It is important to provide guidelines to mitigate land use conflicts between commercial uses in the corridor and adjacent residential areas. This will be discussed below in the West Ridge Road Corridor section.

A new community park should be developed within this district. The town should explore the feasibility of entering into a cooperative agreement with the Greece Little League on the land that the League owns in this district. Development of a new park for this district should not take place until after a recreational needs assessment is completed and the district becomes more developed.

**Planning District #11**

*Bounded on the north by Hincer Road; on the east by Flynn Road; on the south by Latta Road; and on the west by the Town of Parma.*

This planning district's land use and patterns are very similar to those of District #10. It is rural in character and is approximately 45 percent developed. It has several large agricultural parcels that should continue in their present use.

If development occurs on any of the several large, vacant parcels in this district, it should be low-density residences at an overall density of one dwelling unit per acre or less. The method of achieving this density would depend on whether septic systems or sanitary sewers are used. As discussed in District #5, large-lot residential development on septic systems would eliminate the need for costly sewer extensions; cluster-type development would minimize the cost of sanitary sewers and other infrastructure. Some of these large, vacant parcels should be preserved as open space, due to the presence of wildlife habitat or other sensitive environmental features. There will be a need for a ten-acre neighborhood center in the future as this district becomes more developed. There also will be a need for multifamily residences in the vicinity of the neighborhood center. The neighborhood center and multifamily residences also will serve the residents in the northwestern part of District #8, the northeastern corner of District #10, and the southwestern part of District #9. It is recommended that all vacant industrial lands be rezoned for residential use.

It is recommended that the town study the feasibility of creating a public/private partnership with a golf course developer for construction of a public golf course, to be located at Frisbee Hill Park and the adjacent landfill site.

#### **West Ridge Road Corridor Overlay District**

This corridor, which is designated on the Future Land Use Plan, is Greece's primary commercial district. It is recommended that Greece prepare a corridor revitalization plan for West Ridge Road as soon as possible, to coordinate with the major reconstruction project that is planned to begin in 2001. Based on the findings of this study, an overlay district should be created to implement its recommendations. A corridor revitalization plan would detail opportunities for improving access to West Ridge Road from private properties. Access management techniques would include the use of shared driveways between businesses, or parallel driveways connecting several properties and then accessing West Ridge Road at one single point. Design concepts could be detailed in this revitalization study, which would include recommended plantings, placement of sidewalks, and signage and lighting options. In addition, recommendations could be provided for façade improvements, marketing opportunities for future development along the corridor, and detailed techniques for mitigating land use conflicts. Land use mitigation measures would include the use of landscaped buffers between commercial and residential properties, as well as zoning recommendations that would require less-intense land uses to be located between commercial development and single-family residential properties; e.g., senior citizen housing.

It is recommended that the vacant large parcels located at the western end of West Ridge Road in District #7 and #10 be zoned for "big box" retail development. Mitigation of the potential land use conflicts that could occur between this type of heavy commercial development and adjacent rural areas should be addressed as part of this corridor revitalization study. Some initial recommendations for the town to consider include: (a) rezone the parcels north and south of the "big box" retail zoning to multifamily residential or office use, as a transition to a lower-density residential character; and (b) create a Business Improvement District as a funding mechanism to implement recommendations provided in the corridor revitalization plan.

## **II. Growth Management**

Growth Management tools for community planning and implementation traditionally consist of analyzing and revising zoning districts and development regulations. The Growth Management tools that are applicable to the update of the Community Master Plan Update include:

- The traditional analysis and recommendation of revisions of zoning districts and regulations.
- The estimate of theoretical build-out, based on current zoning and an analysis of the resultant impacts. The apportionment of land by use and type of development that is consistent with the market and results in a diverse tax base. (This is a recommended balanced community scenario.)
- The application of a fiscal impact model to test the balanced community scenario's fiscal impact on the general government portion of the town's budget.
- The development of a Future Land Use Plan as a composite of those recommendations generated from the tools described above and the other plan elements.
- The summary of the Community Master Plan Update, which graphically depicts the planning districts and highlights the activities and recommendations by districts.
- Tools and techniques that respond to comments made during the planning process regarding the need for additional open space preservation in the Town of Greece.

**IIA. Zoning Districts and Regulations**

The Inventory and Analysis describes the various zoning districts and related growth management activities, such as the Local Industrial and Commercial Real Property Tax Incentive Law. The following revisions are recommended, based on the Inventory and Analysis and the recommendations of other plan elements:

- Adopt an overlay zone for Planning District #1 that would incorporate the policies of the Local Waterfront Revitalization Plan.
- Draft and adopt a Planned Unit Development (PUD) district for the proposed Waterfront Development area of the Erie Canal, including the recommended Erie Canal Overlay District. The PUD would be a mixed-use development of office, light industrial, commercial, institutional, a limited amount of residential, and preservation of sensitive environmental features.
- Rezone the vacant industrially zoned land in Planning District #11 to low-density residential. It also is recommended that some vacant industrial land in Planning District #1 be rezoned to residential. The build-out analysis demonstrates that there is an excess supply of vacant industrially zoned land, based on the anticipated market for industrial land.
- Adopt a West Ridge Road Corridor Overlay District, as depicted on the Future Land Use Plan. This Overlay District should incorporate design guidelines for exterior buildings, streetscape, landscape, traffic control, and street lighting.
- Establish a new residential zoning district that requires a lower overall density. This district should permit an overall density of no more than one dwelling unit per acre. Large lots developed to this standard (i.e., one-acre lots or larger) would provide an opportunity for more upscale housing. Cluster-type lots developed to this standard would provide an opportunity to preserve more open space. This district would be concentrated in parts of Planning Districts #5, #7, #10, and #11.

**IIB. Build-out Scenario**

The theoretical build-out scenario was calculated in the Inventory and Analysis by determining the vacant land available in the year 2000 and then forecasting the development of the vacant land by type and intensity allowed under the current zoning. The calculation does not incorporate market conditions; environmentally protected land or other relevant constraints were discounted at 30 percent. The results are:

**Table II-1**  
**Theoretical Build-out Scenario**  
**Additional Development**

Type of Development	Dwelling Units or Sq. Ft. of Buildings
Residential	15,492 d.u.
Professional Office	225,000 s.f.
Restricted Business and General Business	4,214,000 s.f.
General Industrial	14,180,000 s.f.

A fiscal impact model was developed to determine the fiscal impacts on the town government. Applying the model to the theoretical build-out scenario provided insights to the fiscal impacts of full development under the current zoning patterns. These are:

- The addition of 15,452 new housing units translates to 39,148 new residents. The additional population generated would result in an increase, on average, of 41 percent in the traffic loading on the existing major and minor collector streets, an increase in demand for treatment of sewage, the need for an additional 240 acres of developed recreational land, and a 41 percent increase in town services and school enrollment. These are substantial impacts.
- The fiscal impacts of new residential development under the build-out scenario on the town's operating budget would be negative. The variance currently is -6.9 percent between costs to serve residential lands and the revenues generated; with the added residential development, it is estimated at -12.4 percent.
- The additional population of 39,148 would result in a demand for an additional 1,762,000 sq. ft. of commercial building space to serve their needs, which would create 2,900 new jobs, and 587,000 sq. ft. of building area for office and services, which would create 2,300 new jobs. Although the additional population of 39,148 would require only an additional 1,762,000 sq. ft. of commercial building space, the build-out scenario provides for 4,214,000 sq. ft.
- The fiscal impact of 4,214,000 sq. ft. of additional commercial building area would have a slightly negative impact on the town government. The variance between costs and revenues at full build-out is estimated at -4.1 percent.
- The industrial element of the build-out scenario would result in 14,180,000 sq. ft. of industrial space and would generate 15,700 jobs. This would result in a large positive fiscal impact for the town and school districts. However, the economic analysis indicates that there is not a market to absorb 14 million square feet of industrial building space in Greece. The average annual absorption rate for the region is 1 million sq. ft.

The theoretical build-out scenario is based on full development as it relates to current zoning. It does not take into consideration the following:

- The market for new development. For example, is there enough demand in the market to develop all of the industrially zoned lands in the next 10 to 15 years and beyond?
- The fiscal impact on the town and school districts for the additional residential development would be negative, resulting in large costs to mitigate the residential impacts. A majority of these costs would be borne by existing development.
- There is sufficient commercial development to meet the demands of the existing population and some additional population growth.
- There are additional constraints that reduce the available developable land, such as environmentally protected areas, parcel configuration, and need for public lands.

A recommended build-out scenario that represents a more realistic and balanced community addresses the above concerns and includes:

- Some areas of residential zoning in Planning Districts #5, #7, #10, and #11 would be revised to reflect an overall density of one dwelling unit per acre or less. Where new development occurs, this density could be achieved by either: (a) estate-like, upscale housing; or (b) cluster-type housing. In general, the assessed value of upscale housing on estate-like lots would be equal to or greater than that of standard housing at a density of two dwelling units per acre. If these large lots used onsite septic systems for sewage disposal, the town would avoid the operation and maintenance costs of municipal sanitary sewers, as well as the long-

term capital cost of their eventual replacement. Cluster-type housing would provide the benefit of preserving a substantial amount of open space. Although cluster-type housing would need sanitary sewers, the costs for this would be offset by savings on operation, maintenance, and capital costs for other infrastructure (e.g., streets, sidewalks, storm sewers, lighting, etc.) because of the compact design of this type of housing. This reduction in overall density would result in 11,532 additional dwelling units, instead of the 15,492 dwelling units allowed under current zoning. This would translate to an additional population of 29,141, instead of 39,148, and would reduce the negative fiscal impact on the town and school districts. The variance between costs and revenues is reduced from -12.4 percent to -7.3 percent. The total forecasted population at build-out would be 123,555, a more practical target than 133,562. The additional 29,141 persons would necessitate 1,311,000 sq. ft. of commercial building area and 437,000 sq. ft. of office area.

- The 4,214,000 sq. ft. of commercial space permitted under existing zoning is in excess of the amount needed to meet the demands of an additional 29,141 people. It is recommended that 1,500,000 sq. ft. of commercial space would be more appropriate, and that professional office space should be increased to 500,000 sq. ft. This would meet the future needs of the additional 29,141 residents.
- The vacant industrially zoned land would produce 14,180,000 sq. ft. of building area. This is far in excess of what the market could absorb and well beyond any planning horizon. For example, the former Kodak Elmgrove facility is being redeveloped to provide 5.5 million sq. ft. of industrial space in the Town of Gates. It is recommended that 6.0 million sq. ft. of industrial building area is reasonable to meet the needs for the market in the very distant future. It is, therefore, recommended that the land that is zoned industrial in Planning District #11 should be rezoned to residential.

**Table II-2**  
**Theoretical and Recommended Balanced Community**  
**Build-out Scenarios**

<b>Proposed Build-out Development</b>	<b>Theoretical Build-out Scenario</b>	<b>Est. Population Or Jobs Created</b>	<b>Balanced Community Build-out</b>	<b>Est. Population Or Jobs Created</b>
Residential	15,492 d.u.	39,148	11,532 d.u.	29,141
Professional Office	225,000 s.f.	900	500,000 s.f.	2,000
Commercial	4,214,000 s.f.	7,000	1,500,000 s.f.	2,500
Industrial	14,180,000 s.f.	15,700	6,000,000 s.f.	7,000
<b>Total employees</b>		<b>23,600</b>		<b>11,500</b>

### **IIC. Fiscal Impact Model**

A Fiscal Impact Model was developed for the town, to judge the various development scenarios envisioned by the 1992 Master Plan and to create an objective decision-making tool to develop a proper balance in the property tax base.

The Center for Governmental Research, Inc. (CGR) reviewed the town's model and results and stated in their report, "the fiscal impact model developed by the Town of Greece appears well-suited for evaluating the cost feasibility of the proposed Master Plan." (See Appendix A for further discussion of the Fiscal Impact Model.) The methodology employed is the Proportional Valuation Method. The analysis is based on the proportion of development to the total real property valuation.

The town's model concluded that non-residential development subsidizes the cost of providing services to Greece's residential land uses.

The model was applied to the Community Master Plan Update, to evaluate the fiscal impacts of:

- Current development by land use.
- The theoretical build-out by land use.
- The recommended balanced community build-out by land use.

The variance was determined as a percentage between the cost of town services and the revenue generated, for each land use category. The results are:

**Table II-3**  
**Variance as a Percent between Costs and Revenues**

Category	Current Development	Theoretical Build-out Scenario	Balanced Community Scenario
Residential	-6.9	-12.4	-7.3
Commercial	-2.3	-4.1	-4.3
Industrial	+6.0	+15.9	+10.4
Utilities	+2.9	+1.4	
Vacant	+1.2	+0.2	+0.3

The negative variance of residential development that exists in Year 2000 (the last full year for which data were available) is nearly doubled under the theoretical build-out scenario, from -6.9 percent to -12.4 percent.

This application demonstrates that a significant negative fiscal impact would occur if residential development took place at the magnitude estimated under the theoretical build-out. For example, the variance between the costs to serve residential development and the revenues generated by that development would increase by 44 percent. The result would be that real property taxes would increase substantially in order to continue providing the same levels of service. There are three basic solutions to this problem: (a) reduce the levels of service provided by local government functions, including education, police, and public works (typically, this solution is not acceptable to the town's residents); (b) reduce the magnitude of potential residential development; or (c) impose mitigation fees for development.

Under the theoretical build-out scenario, the impacts of commercial development also would be negative and would almost double, from -2.3 percent to -4.1 percent. The positive fiscal impact of industrial development would more than double, from +6.0 percent to +15.9 percent. However, as noted above, there simply is not that large a market to support this magnitude of industrial development.

The balanced community scenario would greatly reduce the negative impacts of residential development, from -12.4 percent to -7.3 percent, to an amount that would be more in line with the current fiscal structure. Although the positive variance for industrial development would be reduced, from +15.9 percent under the theoretical build-out scenario to +10.4 percent under the balanced community scenario, it still would be substantially greater than the current +6.0 percent for current development.

The conclusion is that, compared to the current mix of development, the recommended balanced community scenario would reduce the negative fiscal impact produced by residential development and would increase the positive fiscal impact produced by industrial development.

#### **IID. Future Land Use Plan**

This is a graphic guide that translates the recommendations of the Growth Management element and other Plan Update elements into future land use categories. This provides a spatial representation of those recommendations, as a guide to future land development.

#### **IIIE. Summary of the Plan Update**

This Plan Update element is a map of planning districts into which Greece has been divided for planning purposes. The planning districts represent some development commonality and are used as a growth management tool. For each planning district, highlighted policies and activities proposed to implement the Plan Update have been provided.

#### **IIIF. Open Space Preservation**

During the master planning process, the issue of open space preservation was brought to the forefront. This issue has been addressed throughout the Community Master Plan Update in the form of specific recommendations made for the preservation of agricultural lands, park development, and the implementation of the Local Waterfront Revitalization Program. To supplement these specific recommendations, the town should consider using additional regulatory and financial tools for the preservation of open space and environmentally sensitive areas. Examples of such tools and techniques are outlined in "Open Space in New York," written in May 2000 by Kathryn M. Ryan of the Pace University Law School Land Use Law Center. This paper describes the use of overlay zoning, floating zones, cluster development, transfer of development rights, environmental review, conservation easements, land trusts, and purchase of development rights. (This paper and others on this topic can be accessed on the Internet at [www.law.pace.edu/landuse/tocprot.html](http://www.law.pace.edu/landuse/tocprot.html)). The town also should consider preparing an open space plan to identify those environmentally sensitive lands that should be preserved as open space. (See VIII. Recreation, Open Space, and Environmentally Sensitive Areas.)

### **III. Population and Housing**

#### **IIIA. Population**

Chapter II: Inventory and Analysis documents the growth of population for the Town of Greece from 1960 to 2000. The Monroe County Department of Planning and Development forecasts flat growth for the Town of Greece to 95,408 people in the year 2030. The method of regression analysis provides a more practical approach to forecasting future population for the Town of Greece. This method forecasts a population of 111,000 in the year 2020, a population of 117,000 in the year 2030, and a population of 123,000 (build-out) in the year 2040. In Chapter II: Inventory and Analysis, a theoretical build-out population was estimated at 133,562 persons, based on current zoning. The Growth Management element recommends a reduction in residential zoning densities for a balanced community build-out population of 123,555.



The population of the Town of Greece increased by 8,739 between 1980 and 1990. From 1990 to 2000 the population increased by only 4,335. This reduction in growth was due to the recession from 1991 through 1993 and the stagnation of the economy in the Northeast. Growth took place in the latter part of the decade as the economy improved. It is anticipated that with continued economic growth in the Rochester Metropolitan Area, growth will continue in the next decade at a greater rate than in the past decade.

**Table III-1  
Forecasted Population  
Town of Greece**

Year	2000	2010	2020	2030	2040
Regression Analysis	94,441	104,000	111,000	117,000	123,000
Monroe County Planning Forecast	93,224	94,389	95,076	95,408	N/A

Chapter II: Inventory and Analysis documented the population by age cohorts (10-year age groups) for 1990 and forecasted the distribution of population by age groups for 2000. The 2000 forecast shows a substantial increase in the age group 15 to 24 years in 2000 (12,361) over what occurred in 1990 (10,651). This is due to the fact that the age group 5 to 14 years in 1990 has been aged 10 years and adjusted for forecasting to the year 2000. Likewise, there is a decrease in the age group 24 to 34 years in the year 2000. Also, there are forecasted increases in population in 2000 for the age groups 45 through 65 years and older.

The population trends from 1990 to 2000 forecast a decrease in the 25-to-34-year age group and an increase in the 15-to-24-year and the 45-year-and-older age groups. This trend has implications on future planning. In order to retain the 45-year-and-older age group, the town must have a range in types of housing stock and must be a desirable place in which to retire. The increase in the 15-to-24-year age group will affect the school system and higher education systems, as well as recreational programs and the need for job opportunities. The decrease in the age group 25 to 34 years affects the labor pool and formation of new households.

The two key variables in attracting new households to the Town of Greece are quality of life and job opportunity. Greece has quality educational, recreational, medical, and public service systems. The recommendations for the town to provide job opportunities are described in the Economic Development Element of the Community Master Plan Update.

The build-out scenario under the current zoning is estimated to provide an additional population of 39,148. This additional population would represent 41 percent of the current population and would result in substantial impacts over time. For example, this increase in population would increase traffic about 41 percent on the town-wide street and traffic circulation system. In order to maintain the current level of service on the traffic circulation system, substantial capital improvements (e.g., widening existing streets, intersection improvements, and traffic controls) would have to be constructed on about 41 percent of the present system. However, it would be difficult to mitigate the additional air pollution from vehicle exhausts.

The impacts on educational, recreational, police, and fire facilities and manpower also would have to increase by about 41 percent in order to meet additional population needs and maintain current levels of services. If current levels of services were not met, the quality of life would deteriorate.

It is recommended that the town reduce the housing densities that are permitted by the zoning ordinance in parts of Planning Districts #5, #7, #10, and #11. It also is recommended that the town encourage participation in the agricultural district program so that agricultural lands remain as such in perpetuity; this will help to reduce overall housing densities. The National Farm Trust and other trusts should be encouraged to purchase the development rights of these lands.

### **IIIB. Housing**

Chapter II: Inventory and Analysis documents the characteristics of the housing stock for the Town of Greece. The latest statistics show that 75.7 percent of the housing units are owner-occupied. This is higher than the average for the nation, state, or region. High home ownership is an indicator of a stable community and of well-maintained housing stock. Home ownership translates into an investment or a vested interest into the wellbeing of a community. It currently is estimated that there are 37,453 housing units in Greece, 70 percent of which have been built since 1960 and only 10 percent of which were built prior to World War II. The younger housing stock indicates that there is not a need for major housing rehabilitation in the town. However, there is a need to upgrade the older housing stock in order to meet changes in lifestyles and markets, to remain viable, and to avoid being a future cause for urban blight.

The forecast of the distribution of population by age groups indicated that there would be an increase in the formation of retired households over the next decade and a need for housing stock to meet their demands.

The activities for promoting economic development for light industry and business in the designated economic development zones will require development of moderate and upscale housing to attract professional, management, and technical employees.

Recommendations for the Community Master Plan Update are:

- Encourage activities to upgrade the older housing stock to meet current lifestyles and markets and to remain viable. These activities would include remodeling kitchens; upgrading electrical, plumbing, heating, and air conditioning systems; additions of family rooms, garages, and dens; and enlargements of recreation rooms. These improvements would address changes in lifestyles and maintain the value of the housing unit in the marketplace. The older housing stock is concentrated mostly in Planning Districts #2 and #3.
- Hold an activity such as an annual homeowner's exhibition, in which contractors could exhibit new kitchens, heating and air condition systems, and remodeled dens and bedrooms. Also, banks could have booths for taking loan applications. This annual exhibition could be expanded to include all housing needs for the community. It could be sponsored by contractor groups, realtors, homebuilders associations, and the chamber of commerce.
- Address the need for upscale housing in the town, for homeowners who are moving up the housing ladder and for those households that are attracted to Greece through economic development activities. The Growth Management Element recommends that estate-type housing (density of one dwelling unit per acre or less) be developed in parts of Planning Districts #5, #7, #10, and #11. This type of development would contribute to meeting the needs for upscale housing.

- Assist in the rehabilitation of existing older housing. Each year, the town uses Community Development Block Grant funds to provide housing rehabilitation grants and loans for low-to-moderate-income homeowners (many of whom are retired or on fixed incomes). The town should continue this effort to preserve its older housing stock.
- Infill residential parcels should be developed in accordance with the type and intensity of adjacent residential development. There are several vacant parcels in developed residential neighborhoods; these parcels are concentrated principally in Planning Districts #5, #6, #8, and #9.
- Permit senior citizen housing for the age group that is approaching retirement. The Town of Greece wants its residents to regard the community as an attractive place to retire. This calls for activities that address the many types of retirement housing, such as smaller single-family houses, townhouses, apartments, and assisted/congregate living. It is recommended that housing specifically for senior citizens be permitted in all planning districts, especially in Planning Districts #5 through #9.

## IV. Economic Development

Chapter II: Inventory and Analysis documents the economic characteristics of the town. The average income levels and housing values are greater than the state and region. From the U.S. Economic Census for 1992 to 1997, trends demonstrate that employment opportunities in the Town of Greece have increased in manufacturing, retail trade, administrative and support, health care and social services, accommodations, and food service. Employment also has increased very substantially in professional, scientific, and technical fields. In fact, employment opportunities have increased in the town, while decreasing slightly in Monroe County for the same period. Also, the sales receipts from 1992 to 1997 for the Town of Greece for manufacturing, wholesale trade, retail trade, professional/scientific/technical services, and health care have increased substantially. During this period, the town experienced substantial economic progress despite the fact that the nation was in a recession in 1992 and the economy in the Northeast was stagnant during this period.

The Rochester Metro Area is forecasted to be one of the top 50 fastest growing regions in the country by 2005. This is due to the expanding high-tech and manufacturing base. The productivity of the area manufacturers is the highest in the country. The unemployment rates are consistently below the state and national averages. The exports for the area increased by \$13.2 billion in 1997. The Town of Greece is an economically viable community in an economically viable region.

The recommendations for the Plan Update are for the town to maintain or enhance its quality of life, preserve its environmentally sensitive lands, leverage its physical setting on Lake Ontario and the Erie Canal, and enhance its attractiveness as a place to shop and visit. These policies or activities, coupled with the proper apportionment of land for light industrial, office, business, and commercial use that meets the reality of the market place, will result in a balanced community with a diverse tax base. The following actions are recommended:

- The industrially zoned lands in Planning Districts #5, #9, and #11, as well as some of the industrial lands in Planning District #1, should be rezoned to residential. The remaining economic development zones provide sufficient lands for future industrial and office development. The current vacant land that is zoned general industrial can generate 18,000,000 sq. ft. of future industrial building area. Recently, on average, the region has

been absorbing 1,000,000 sq. ft. annually. Given the Town of Greece's proportional share of the region, 18,000,000 sq. ft. is far in excess of what the market could absorb over the next several decades. It is recommended that 6,000,000 sq. ft. would be a more realistic amount of future industrial building area.

- Reserve sufficient lands for commercial development to meet future population demands and changing market conditions, as recommended by the balanced community build-out scenario outlined in the Growth Management Element. There currently are sufficient developed commercial properties to meet the needs of the residents of the town and the other populations that its commercial facilities serve.
- Use the 490± acres of land recently acquired from Eastman Kodak as a strategic initiative to attract and compete for industrial, office, and commercial business. This site can take advantage of existing infrastructure (such as main sanitary sewer interceptors that serve this area) and the proximity to major transportation routes such as I-390, I-490, and State Routes 390 and 531.
- Implement the recommendations of Greece's Local Waterfront Revitalization Plan (LWRP) for development within the Erie Canal corridor waterfront area, including light industrial, office, and commercial development.
- Implement the other policies and activities of the LWRP, including the preservation of environmentally sensitive lands.
- Develop and implement a comprehensive West Ridge Road Corridor Revitalization Plan and Dewey Avenue Revitalization Plan to ensure that the town is an attractive place to shop for goods and services.

In summary, the town, in order to accomplish economic development for the long term, should focus its resources, in partnership with the private sector, on two major undertakings: the implementation of Greece's LWRP; and the revitalization of the West Ridge Road, Stone Road, and Dewey Avenue corridors.

## V. Utilities

In general, the Town of Greece is adequately serviced by public water and at adequate pressures. Monroe County is in the process of implementing the recommendations of the town's former Water System Master Plan Update, which was prepared in 1989. When completed, the overall water system will be sufficient to accommodate continued new development throughout the town.

The town's sanitary sewer system generally functions well, but with problems that require constant maintenance. In addition, the town will need to continue its cooperative effort with Monroe County to identify and reduce unregulated flow into the town's collection system, in particular in the eastern portion of Greece. The town has been using the Sanitary Sewerage Facilities Master Plan Update (prepared in 1996) as a guide for improving and extending the existing sewage facilities. This study was based on the land use recommendations provided in the 1992 Town Master Plan. This study, as well as the Sanitary Sewerage Facilities Master Plan Update Part II (which focuses on eliminating lift stations) and the Sanitary Sewer Pump Station Facility Plan, should be revised after the adoption of this update to reflect the land use recommendations provided within.

## VI. Transportation

As development continues to occur in the Town of Greece, improvements to its transportation system will be necessary. As stated in the Inventory and Analysis section of this report, the Genesee Transportation Council has determined that portions of Route 390, Janes Road, Ridgeway Avenue, and Mount Read Boulevard, as well as the entire length of West Ridge Road, will need improvement within the next 20 years. In fact, New York State has plans to reconstruct West Ridge Road, beginning this year, 2001. It will take five years and \$50 million to complete this 5.3-mile project. In addition, Monroe County has plans to reconstruct portions of Long Pond Road, from Larkin Creek to the Lake Ontario State Parkway, and Mill Road. It is recommended that the town encourage Monroe County and New York State to complete all of this road work in a timely fashion. It also is recommended that the town be involved early on in the design phase of these reconstruction projects, to provide input regarding the location of curb cuts, street lighting, sidewalks, and landscaping. This would give the town a prime opportunity to voice its opinion about these issues and improve the aesthetics and overall functioning of these primary thoroughfares.

To optimize traffic flow within Greece, it is recommended that there be further study of the feasibility of certain road extensions and connections located within the districts listed below. The study should take into account the potential benefits to the town as a whole and the potential detriments to existing residents who live along some of these roads:

- District #5: Kirk Road to Fetzner Road
- District #7: Lexington Avenue, from Route 390 into Canal Ponds Business Park and through to Long Pond Road
- District #9: Flynn Road and North Avenue

The town should prepare and implement an access management plan for its major routes, such as Long Pond Road, Mount Read Boulevard, Ridgeway Avenue, and West Ridge Road. Access management involves the evaluation of current access to major routes, and provides solutions for minimizing access and reducing conflicts between turning vehicles and through traffic. Access management can result in combined driveways, shared parking, and new service roads. In some areas, it may be suitable to consider a parallel service driveway, thereby limiting access to highway intersections. An access management plan is important to areas that will experience future development, such as the neighborhood commercial areas identified in the Future Land Use Plan and the western end of West Ridge Road, where “big box” retail may occur. This will prevent future traffic conflicts associated with land use, which certainly will arise as development expands.

It is recommended that Greece prepare a corridor revitalization plan for West Ridge Road, to coordinate with the road’s reconstruction. The objective of the West Ridge Corridor Study prepared in 1995 for the Town of Greece was to provide recommendations for roadway capacity improvements. A corridor revitalization plan would detail where access should be managed and provide design concepts for property owners to follow. These design concepts would deal with landscaping, placement of sidewalks, signage, lighting, and other corridor reconstruction issues within commercial properties. The corridor revitalization plan also could provide recommendations for façade improvements, marketing opportunities for future development along the corridor, and mitigating measures for land use conflicts.

In addition to vehicle travel, there should be an emphasis on alternative modes of transportation, such as bicycling and walking. These alternative modes of transportation have the benefit of reducing congestion by removing vehicles from the roadway. There are two existing off-street multi-use trails in the Town of Greece: the Route 390 trail that runs parallel to Route 390 between West Ridge Road and the Lake Ontario State Parkway; and the Erie Canal Heritage Trail, which is located along the south side of the Erie Canal. The Erie Canal Heritage Trail is paved and connects to an extensive series of trails east of the town. It is recommended that a connection be created between the existing Route 390 trail to the Erie Canal Heritage Trail and a new trail be developed between Route 390 and the Village of Hilton, which would use the Rochester Gas and Electric utility right-of-way (formerly a railroad right-of-way).

In coordination with improvements to pedestrian and bicycle access in the town, it is recommended that methods be devised for pedestrians and bicyclists to cross major highways safely. Specific areas for crossings should be identified as part of an access management plan. Crosswalks with pedestrian signals and medians used for pedestrian havens are examples of such methods.

## **VII. Historic Resources**

Recognizing, enhancing, and protecting historic and cultural resources has been known to stimulate development and tourism in a community. Historic and cultural resources can enhance a community's visual surroundings and provide community pride. The Town of Greece should invite the Landmark Society of Western New York, Inc. to visit the historic/architecturally significant sites that the Landmark Society identified for the Greece Historic Preservation Commission. The purpose of this visit would be to determine if these buildings might meet the criteria of "Locally Identified Historic Resources Having County-wide Significance" or could be listed on the National/State Registry of Historic Places. If so, these buildings may be eligible for funding for improvements, if needed. It also is recommended that the areas listed below receive a special designation that recognizes the historic significance of the buildings within them. These areas, as indicated in the Inventory and Analysis section of this report, include:

### **VIIA. Intersection of North Greece Road and Latta Road**

Twelve historically significant sites are located within a one-and-one-half-mile radius of this intersection. They include buildings such as the former Hotel DeMay and the former Phelps Store and Hoagland Florist, as well as one of the town's early school buildings.

### **VIIB. Dewey-Stone Area**

The Dewey-Stone Area contains eleven significant properties, including the former St. Charles Borromeo Church building, Barnard Fire Department, and St. Joseph's Villa.

### **VIIC. Edgemere Drive**

There are ten properties of historic significance located along a two-mile stretch of this lakeshore road. Eight of them are clustered between Beach Avenue and Dewey Avenue, including many residences.

## VIII. Recreation, Open Space, and Environmentally Sensitive Areas

The Town of Greece has acquired and maintains an extensive system of parks, open space, and recreational facilities scattered throughout the town. This park system is complemented by other public recreational facilities, namely, Greece Canal Park, a Monroe County facility; Braddock Bay Fish and Wildlife Management Area, owned by the State of New York; and athletic fields and open space located at school district facilities. The general recommendations that follow are provided for the future development of parks and recreational facilities in Greece, as well as the preservation of environmentally sensitive lands. More specific recommendations, by planning district, are provided below.

### VIIIA. General Recommendations for Preservation of Open Space and Environmentally Sensitive Areas

In addition to lands for park development, the town may want to consider preparing an open space plan, to identify lands to acquire in the future as open space that meet certain criteria. These lands should:

- Be of varying sizes
- Provide diversity of landscape
- Be environmentally sensitive
- Allow for natural habitats to occur
- Augment existing holdings of parkland

The growth management tools and techniques discussed in the Growth Management section of this chapter could be used to acquire this land.

### VIIIB. General Recommendations for Parks and Recreational Facilities

The town has made great strides in meeting the standards for recreational development established in the 1990 Parks and Recreation Master Plan and suggested by the National Recreation and Park Association (NRPA). It was stated in this document that the town's park system should be composed of "a core system of parklands," with a total of 6.25 to 10.5 acres of developed open space per 1000 population. Based on a 2000 population of 94,141 (2000 U.S. Census), there now are 6 acres of developed land devoted to public recreational purposes per 1000 people in Greece. As stated in the Inventory and Analysis section of this report, there are 563 total acres of land in the town that are developed for recreational purposes. This amount includes town-, county-, school-, and state-owned open space. The following calculation illustrates that there currently are 6 acres of developed open space per 1000 people.

$$563 \text{ (total developed acres)} \div 94,141 \text{ people} = 6 \text{ acres per thousand.}$$

In 1990, the town maintained approximately 4.8 acres of developed land per 1000 people. As Greece approaches build-out, additional parklands will have to be developed in order to continue to maintain the present level of 6 acres per 1000 people and meet national standards for recreational development.

It is the town's goal to continue to provide adequate, well-located, active and passive recreational opportunities for town residents, while preserving environmentally sensitive lands. Land is the town's most valuable resource. As Greece continues to reach build-out, the amount of good, affordable, and available land will be reduced. Lands should be set aside for active recreational

use, as well as open space for passive recreational use. The town should continue its efforts to control and obtain open space, while linking its own parklands with state- and county-owned lands. Open space is an important resource for passive recreational uses such as cross-country skiing, hiking, and cycling.

The town also should continue to work in conjunction with Monroe County, New York State, Greece Central Schools, and Hilton Central Schools to ensure that the standard of 6 acres of developed land per 1000 people is maintained as the town reaches build-out. Other general recommendations include:

**1. Conduct Recreation Needs Assessment**

Before new parks are developed or existing parks are expanded, it is recommended that a recreation needs assessment be conducted to determine the type and range of facilities to be located within such parks. For instance, nationally, the trend in tennis has decreased over the years. Therefore, unless the recreation needs assessment indicates otherwise, new parks may not need tennis courts located within them. Also, regionally, the trend for lacrosse and rugby has increased. If the recreation needs assessment indicates an unmet demand for these types of playing fields, space will be required to accommodate them.

**2. Enhance and Expand Existing Town Parks**

It is recommended that the town continue to enhance existing park facilities. (General guidelines for doing so are discussed, by planning district, in Specific Recommendations for Future Park Development.) The town's Department of Public Works now maintains 18 town parks. Extending the use of playing fields by providing lighting, where possible, and improving playing surfaces for longer-lasting play would allow existing facilities to serve the population better and reduce the need for additional park facilities. This, in turn, will help limit the costs associated with the maintenance efforts of the DPW. Lighting would allow the use of fields in the evenings for youth football in the fall and youth soccer and lacrosse during spring and summer months.

Wherever possible, the town should acquire and develop land that is contiguous to current land owned by the town or public school facilities to meet the needs of the surrounding neighborhoods. Leasing land for park use is not advisable. Public funds should not be invested in land not owned outright by the town because of the possibility of the lease ending, with control of the property and all town improvements on it reverting to the owner.

There are 172 acres of land currently within or adjacent to town parks that are available for park development, including:

- Barnard Park – 5 acres
- Carter Park – 2 acres adjacent to the park, to be purchased
- Sawyer Park – 2 acres adjacent to the park, to be purchased
- Frisbee Hill Park – 90 acres
- Klafehn Park – 73 acres

More specific discussion of this available land, by planning district, is provided below. When expanding existing parks or developing new parks, it is recommended that multipurpose fields be constructed to meet the demand for additional soccer, football, lacrosse, and rugby fields.



**3. Foster Relationships with Public School Districts, Monroe County, and New York State**

The Greece Central School District recreational facilities are used heavily by school and private organizations such as Greece Community Baseball and Pop Warner. It is recommended that the town continue to foster the strong working relationship it maintains with the school district for continued use of district facilities. Also, the school district should be encouraged to build six new soccer fields, as discussed in the Inventory and Analysis section of this report.

The Greece Central School District owns approximately 66 acres of vacant land in the western and central part of the town, some of it for future development as school sites. Opportunities exist for the development of recreational facilities at these sites when the demand for new facilities arises.

Recreational opportunities also exist within the Hilton School District. Northwood Elementary School is located in the western section of the town on a 65-acre site. Approximately one-half of this site is available for future development, including recreational facilities.

It is recommended that a cooperative agreement be reached for the future development of Monroe County's Greece Canal Park, as town recreational needs warrant. This is especially important now that 88 acres recently have been purchased and added to the park. The county has proposed to use the newly acquired land for a tournament-level soccer complex. It is appropriate for Greece and the county to discuss future opportunities available to the town.

The Local Waterfront Revitalization Plan identified policies and recommendations for Greece's Lake Ontario and Erie Canal waterfront areas. It is recommended that the town implement those recommendations to preserve and enhance the unique natural features and waterfront assets of Greece for recreational use.

**4. Offer Incentives to Private Recreation Providers**

The town should offer incentives to private developers for the provision of recreational opportunities that would supplement the current publicly funded facilities. Reduction of taxes on developers' land is an example of an incentive. (See Proposed Park Development for District #11 as an example.) Other incentives can be provided through zoning regulations. For example, Section 261-b of the New York State Town Law and the Cluster Open Space District in the town's zoning ordinance allow for additional development in exchange for preservation of parkland or open space. Section 278 of the New York State Town Law permits smaller lot sizes and setbacks in exchange for preservation of parkland or open space. Other incentives are discussed in the Growth Management section of this Community Master Plan Update. In addition, it is recommended that cooperative agreements be made with private organizations, where appropriate, for future park development. (See Proposed Park Development for Planning District #10.)

**5. Market Public and Private Recreational Facilities**

For the purposes of informing town residents and visitors about the vast amount of recreational opportunities that already exist in Greece, it is recommended that the town develop a brochure that describes all recreational facilities, including a location map. Also, it is recommended that the town request the editor of the local newspaper to include a full-page, once-a-year description of all of the recreational facilities located in the town. Certain parks/facilities could be featured on a regular basis. The private and public recreational facilities should be listed, including:

- Town parks
- Braddock Bay
- Erie Canal
- Grace & Truth Park
- Greece Little League fields
- Greece Canal Park
- YMCA
- Golf Courses

**6. Develop Standard Park Sign**

For ease of identifying existing town parks, a standard park identification sign should be designed for all town parks.

**7. Develop Future Parks by Established Standards and Criteria**

As Greece continues to develop, the recreational needs of future residents should be addressed. It is recommended that future town parkland should meet the standards established for Neighborhood Parks and Community Parks, below. These standards are derived from a review of park standards provided by the National Recreation Park Association (NRPA), but have been modified to address Greece's unique characteristics and existing park system. The town should not continue to purchase and develop land for pocket parks, because of their limited recreational value when measured against the degree of maintenance required by the DPW. The following standards are provided as a guide for determining future parks needs as Greece continues to develop:

- Neighborhood Parks

The town should develop *Neighborhood Parks* of no less than 15 acres. A minimum of 2.0 acres/1000 population is determined to be a reasonable standard for this type of park. Neighborhood parks should be designed to serve up to 5,000 people within a one-half-mile radius. They should be as geographically centered as possible. Elementary schools can be considered in some cases as meeting the requirements of a neighborhood park. They often provide most of the important features of a neighborhood park, such as play equipment and open field space for neighborhood pickup games or league practice. Using this standard as a guide, the following summary is provided:

- 2001 Population: 94,141 people
- 2.0 acres/1000 people: 188.2 total neighborhood park acres needed to meet existing needs within neighborhoods, at a minimum of 15 acres
- 1 neighborhood park per 5000 people: 18 parks
- When including elementary schools as neighborhood parks available 60 percent of the time, there currently are 16 neighborhood parks located throughout the town. Currently, there is a deficiency of 38 acres of developed neighborhood parkland.

- Proposed Build-out Population: 123,555 people, based upon proposed land use recommendations
- 2.0 acres/1000 people: 247 acres total of neighborhood park acres needed to meet projected park needs
- 1 neighborhood park per 5000 people: 24 parks
- Community Parks  
The town should develop *Community Parks* with a minimum size of 30 acres and a minimum of 5.0 acres/1000 residents. This standard has been determined to be a reasonable goal for the town for community park development. These types of parks are intended to serve several neighborhoods and an area of between two and three miles in radius. Community parks serve broad purposes and geographic areas. They can be used for intense recreational facilities such as athletic complexes, and they also can be areas of natural beauty for outdoor recreation, such as walking, viewing, or picnicking, depending on the availability and type of recreational lands and the needs of the community. Using this standard as a guide, the following summary is provided:
  - 2001 Estimated Population: 94,141 people
  - 5.0 acres/1000 people: 470.5 total community park acres needed
  - 1 park per 25,000 people: 3.76 parks
  - When including high schools as community parks available 60 percent of the time, there currently are four (4) community parks located throughout the town. There is a deficiency of 242 acres of developed community parkland. This indicates that there are a number of small community parks that have been developed but don't meet the needs of the town yet. Opportunities exist within town-owned land (e.g., Klafehn Park and Frisbee Hill Park) to meet these needs.
  - Proposed Build-out Population: 123,555 people, based upon proposed land use recommendations
  - 5.0 acres/1000 people: 617 total community park acres needed
  - 1 acre per 25,000 people: 5 parks
- Purchase of Park Land  
It is recommended that the town not accept or purchase land for park development that is less than 15 acres. Land purchased by the town should meet the following criteria:
  - *Environmental Concerns:* Recreational development would have limited impact on natural characteristics, e.g., wetlands, floodplains, forested areas, etc.
  - *Location:* Close to existing or future population concentrations.
  - *Utilities:* Sanitary sewer, water, and electric utilities are available.
  - *Acreage:* Sufficient size to accommodate complete program for site, future development as need arises, and unique characteristics.
  - *Site Characteristics:* Site is relatively flat and dry, with some vegetation.

Specific recommendations are provided below about the location of new neighborhood parks in each planning district.

**VIIIC. Specific Recommendations for Future Park Development by  
Planning District**

The following recommendations are provided by planning district, to address the needs of the town for future park development. Specific recommendations for the design of each of these parks should be determined after the recreation needs assessment is completed.

**District #1**

- Follow recommendations from LWRP.
- Do not develop any new parks in this district.

**District #2**

- Continue focusing on making Adeline Park enhancements.
- Purchase property owned by the American Legion and continue use for baseball/softball.
- Replace existing restroom building located in Badgerow Park South to meet current needs.
- Explore possibility of linear park along abandoned railroad right-of-way currently owned by Rochester Gas and Electric; connect right-of-way to the Route 390 bike path to the west and the proposed Lake Ontario State Parkway bike path to the north.
- Do not develop any new parks in this district.

**Districts #3 & #4**

- Barnard Park: Study the option of purchasing this property or having it donated before investing any more town money into this park.
- If park is acquired and site conditions allow, construct multipurpose fields on undeveloped five acres at Barnard Park.
- Add lighting to multipurpose fields to extend use.
- Do not develop new parks in these districts.

**District #5**

- Sawyer Park: Purchase undeveloped two acres directly north of this park for additional recreational facilities; e.g., multipurpose fields.
- Develop a neighborhood park of not less than 15 acres near (adjacent, if possible) Kirk Road Elementary School, based on the recreation needs assessment. Develop with typical neighborhood recreational facilities.

**District #6**

- Basil Marella Park: Continue to focus on this park as one of Greece's community parks. Light two more soccer fields for extended use. Reconstruct fields 4, 5, and 6.

**District #7**

- Carter Park: Continue focusing on making this a quality neighborhood park. Purchase adjacent two acres, to add a multipurpose field.
- Coordinate with Monroe County to develop additional 88 acres with town recreational needs in mind.
- Develop waterfront recreational facilities, as defined in the LWRP.
- Do not develop other parks within this district.

**District #8**

- Purchase 15 acres for future park development, using the criteria defined above, and develop based on the recreation needs assessment.

**District #9**

- Include new Community Center in plans for the Town Center.
- Reacquire school property at Town Center, to expand community facilities and activities.

**District #10**

- Develop a cooperative working relationship with the owners of Grace & Truth Park for additional public use.
- Purchase and develop land south of Latta Road for a large neighborhood park (15 acres or more).

**District #11**

- Study the feasibility for creating a public/private partnership to develop a public golf course in the northwestern part of the town. Consider use of Frisbee Hill Park and the adjacent landfill site. (Need 110 to 180 acres for an 18-hole regulation course.) National Recreation Park Association standard suggests 1 golf course/30,000 to 50,000 people.
- If Frisbee Hill Park is developed as a public golf course, land should be purchased for a neighborhood or community park. Size and type of facilities should be determined based on results of a needs assessment.
- Klafehn Park: Postpone extensive development of this park until surrounding area is more fully developed and utilities are extended. Erect sign, construct entrance road, and grade areas for practice fields to prepare this town-owned facility for park use.

## **IX. Potential Adverse & Beneficial Future Impacts**

Pursuant to the requirements of the State Environmental Quality Review Act (SEQRA), this section identifies the potential adverse and beneficial impacts associated with adoption of the Plan Recommendations.

The Community Master Plan Update recommendations focus on managing growth to minimize the impacts on the environment, utilities, community services, and tax base. Infill development and redevelopment of Planning Districts #1 through #9 and the reduction of residential density below what is allowed by current zoning in parts of Districts #5, #7, #10, and #11 are the most environmentally sound and energy-efficient means of growth. Despite this, future development may result in increases in traffic volume that could increase, delay, and degrade transportation functions significantly. To mitigate this potential impact, the Plan Update recommends addressing traffic and the pedestrian environment. Mitigation measures could include access management, identifying specific areas for pedestrian crossings and signals, and placing a stronger emphasis on alternative modes of traffic such as bicycling and walking through trail extensions.

From a land use perspective, it is recommended that potential conflicts between residential and nonresidential uses should be managed by introducing open space buffers between uses and, in some instances, requiring a transitional zone with less-intense uses located between the residential areas and the existing and emerging nonresidential uses. Potential future land use conflicts between nonresidential uses and residential uses also would be minimized by focusing more-intense commercial development along

West Ridge Road and less-intense commercial development within neighborhood centers. These land use recommendations would remove the opportunity for nonresidential uses to continue to infiltrate or encroach upon predominantly residential areas such as those along Long Pond Road or Mount Read Boulevard, thus causing land use conflicts and increased traffic congestion. The recommendation that the vacant industrially zoned lands within Districts #1, #5, #9, and #11 be reverted to a residential designation also would eliminate future land use conflicts within residential areas, as well as provide for a more balanced economy by reducing the overabundance of industrially zoned lands within the town.

Continued and expanded commercial development within the West Ridge Road, Dewey Avenue, and Stone Road corridors could have a significant impact on these areas. The plan update recommends that corridor revitalization plans should be prepared to identify ways to mitigate the functional and aesthetic degradation of these corridors caused by increased commercial development.

The future park development recommended for Districts #10 and #11 could have a negative impact on town natural resources such as wetlands, floodplains, and forested areas, if the criteria for purchase or acceptance of parkland are not used as a guide. Oftentimes, the types of lands that are offered to a town for recreational purposes are “leftovers” from a project, with limited development potential. As stated in the recommendations for future parks development, before land is purchased or accepted from a donor, the potential impact of developing active recreational facilities on natural resources should be reviewed. Unique natural resources should be protected from development. Also, utilities should be available for restroom facilities, thus eliminating the need to extend them through undeveloped land. Future parks should be close to population concentrations, thus reducing the distance that residents would have travel for recreational purposes.

Through implementation of the Community Master Plan Update recommendations, some potential impact will be unavoidable as a result of new development. Some resources will be lost (e.g., open space and habitat) and traffic will increase, along with runoff. However, the extent of these impacts is mitigated through Plan recommendations for the preservation of open space, development of parks and recreational facilities, protection of natural resources such as stream corridors and wetlands, and control of suburban sprawl through the use of growth management tools.